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ABSTRACT

A study of the adequacy and effectiveness of Job Training Partnership Act (JTPA) and occupational education (OE) programs in Nevada focused on overall program adequacy, the effectiveness of OE and job training (JT), and ways of improving OE at the secondary and postsecondary levels. The study established that, as of 1992, Nevada's OE and JT systems had the capacity to train approximately 12,500 individuals, which was approximately 19,000 fewer than the number of available jobs. Major overlaps in OE and JTPA services and clientele were identified. It was concluded that, although increased testing, recordkeeping, and remediation for JTPA clients has significantly reduced the number of individuals served, JTPA's effectiveness for those who are served has increased. Among the recommendations were the following: (1) high quality youth intern-based programs should be developed for secondary students in cooperation with organized labor and existing apprenticeship boards; (2) Perkins Act funds should be used to develop programs to address the needs of in-school youth, potential dropouts, and students with disabilities; and (3) collection/verification of data regarding enrollments, outcomes, and compliance with Perkins Act provisions regarding disabled students should be improved at the secondary and postsecondary levels. (Contains 15 references.) (MN)

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AN ANALYSIS OF THE ADEQUACY AND EFFECTIVENESS OF THE JOB TRAINING PARTNERSHIP ACT AND OCCUPATIONAL EDUCATION PROGRAMS IN NEVADA

APRIL 1993

AN ANALYSIS OF THE ADEQUACY AND EFFECTIVENESS
OF THE JOB TRAINING PARTNERSHIP ACT
AND OCCUPATIONAL EDUCATION PROGRAMS IN NEVADA

TABLE OF CONTENTS

INTRODUCTION..... Page 1

PROGRAM ADEQUACY..... Page 4

FINDINGS ON ADEQUACY..... Page 6

RECOMMENDATIONS..... Page 7

OCCUPATIONAL EDUCATION AND JOB TRAINING EFFECTIVENESS.... Page 8

STATEMENT OF PRINCIPLE..... Page 8

JOB TRAINING..... Page 8

FINDINGS ON JTPA EFFECTIVENESS ANALYSIS..... Page 15

POSTSECONDARY OCCUPATIONAL EDUCATION..... Page 15

FINDINGS ON THE EFFECTIVENESS OF POSTSECONDARY
OCCUPATIONAL EDUCATION PROGRAMS..... Page 17

RECOMMENDATIONS..... Page 19

SECONDARY OCCUPATIONAL EDUCATION..... Page 20

FINDINGS ON SECONDARY OCCUPATIONAL EDUCATION..... Page 21

RECOMMENDATIONS..... Page 22

BIBLIOGRAPHY..... Page 23

AN ANALYSIS OF THE ADEQUACY AND EFFECTIVENESS
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AND OCCUPATIONAL EDUCATION PROGRAMS IN NEVADA

INTRODUCTION

The Carl D. Perkins Vocational and Applied Technology Education Act and the Job Training Reform Act of 1992 with their directives for coordination and common standards and measures emphasize the need for the Federal government to establish a comprehensive employment and training policy. Again the job training and vocational education communities find themselves in a dilemma attempting to interpret the intent of Congress and the initiatives to legislate policy for the benefit of this nation's work future.

With the passage of the Smith-Hughes Act in 1917, Congress established vocational education as a national priority and an integrated part of each State's educational responsibility. Inasmuch as the Constitution of the United States is silent on the issue of education, it is assumed that the educational well being of the nation's citizens is the responsibility of a State's educational system. Throughout this century, national leadership on educational priorities has been provided by special enactments. The Carl D. Perkins Vocational and Applied Technology Education Act, the Higher Education Act, and the Education of All Handicapped Act are examples of such enactments to address national priorities.

Unlike many Federal initiatives that operate totally or largely with Federal funds, vocational education funding has always attempted (through "matching" requirements and special setasides) to leverage State and local funds toward national priorities, program improvement, and program expansion. With each Federal reauthorization of vocational education and appropriation, a stronger and stronger emphasis has been placed on serving the most difficult-to-serve youth and adult students who turn to public education for vocational programs. For three quarters of a century Congress has supported vocational education as the first line of defense against structural unemployment based upon a lack of workplace skills.

Education for employment, as we now know it as a societal responsibility, evolved from States of national emergency. As a Federal program, it was born of the adversity of war and nationwide war efforts. During World War I, and every major conflict thereafter, the young men of America left their jobs to serve a nation at war, fighting for its ideals as much as its very existence. The absence of this nation's young men created a deficit of skilled workers so great that a massive Federal effort was initiated to prepare a workforce capable of serving the war industries.

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During the 1960s, with the passage of the Manpower Development Training Act, the Federal government became a regular participant in the national effort to provide education for employment. Since the 1960s, through various enactments, the Federal government has sought to help meet the needs, both social and economic, of business and industry in this country. It has also sought to provide citizens with an avenue of improvement that brought increased prosperity.

During the last quarter of a century, education and training have diverged. It is important that education for employment not be allowed to deteriorate into narrow-band programs serving the needs of a specific industry or employer, but continue to serve the long range need for a highly skilled workforce. Training continues to focus on benefits to business and has served as a vehicle for economic stimulant during times of national recession. Jobs programs associated with training have served to subsidize the extraordinary costs to an employer for training (On The Job Training) for periods of up to six months.

Education of a vocational nature is most effective in programs focused upon the individuals' needs to gain not only first employment, but life-long learning skills and mobility as well. Vocational education, unlike training, has a constitutionally or statutorily established governance in each State. Educational management is structured in each State around citizenry oversight and operated by structured Boards of Education which cannot be superseded by Federal enactment. Boards establish vocational education policy and administer locally initiated programs. In the past, goals for federally supported job training and federally guided vocational education were sufficiently different that often program coordination was very difficult for the education community to achieve regardless of the good intentions. Conflicting purposes and measures of success between job training and state and local vocational education efforts have prevented a truly comprehensive analysis of the "system".

Private sector, third-party oversight of programs for workplace preparation is critical to the success of learners and the satisfaction of employers. If American industry is to regain prominence in the global marketplace, it must be achieved through increased productivity and enhanced product quality. Viable programs of a habilitative nature (vocational education), as well as a rehabilitative nature (job training) must be maintained. While seeking new approaches to addressing problems, we must be ever mindful of the need for both habilitative and rehabilitative programs.

The Carl D. Perkins Vocational and Applied Technology Education Act requires the State Council on Vocational Education to evaluate the adequacy and effectiveness of the Job Training Partnership Act and Vocational Education systems. The mandate is further defined by directing the State Council to conduct their evaluation based upon the purposes of the Job Training

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Partnership Act (JTPA) and the Carl D. Perkins Vocational and Applied Technology Act (VATA).

Additionally, the State Council on Vocational Education (SCOVE) must conduct its evaluation analyzing the extent to which vocational education, employment and training programs in the State represent a consistent, integrated, and coordinated approach to meeting the economic needs of the State. Based upon the evaluation conducted, the SCOVE is to advise the State Board, the Governor, State Job Training Coordinating Council, and the Secretaries of Education and Labor of such evaluations, findings, and recommendations.

For reference, the Carl D. Perkins Act statement of purpose is as follows:

> "It is the purpose of this Act to make the United States more competitive in the world economy by developing more fully the academic and occupational skills of all segments of the population. This purpose will principally be achieved through concentrating resources on improving educational programs leading to academic and occupational skill competencies needed to work in a technologically advanced society."

The declared purpose of the Job Training Partnership Act amendments are described in law. The purpose as stated is:

> "It is the purpose of this Act to establish programs to prepare youth and adults facing serious barriers to employment for participation in the labor force by providing job training and other services that will result in increased employment and earnings, increased educational and occupational skills, and decreased welfare dependency, thereby improving the quality of the workforce and enhancing the productivity and competitiveness of the Nation."

Beyond the "Statements of Purpose" in each of the acts, the purpose is further defined by the establishment of standards and the categorical funding of specific services or activities. Categorically, the JTPA amendments contained three areas of participant emphasis:

1. 90 percent of all enrollees must be disadvantaged (excluding Title III and the 8 percent education setaside);

2. a ratio of service to youth, high school dropouts, and welfare recipients based upon the group totals compared to the total of economically disadvantaged adults; and

3. that equitable services be provided among substantial segments of the eligible population.

Like JTPA programs, Vocational Education programs are driven by service requirements to special populations. Funds are allocated based upon a formula giving special consideration to services provided to students categorically defined as handicapped, limited English speaking, disadvantaged, and adult or postsecondary.

Historically, the Nevada Council on Occupational Education has completed analysis on all sources of manpower including the availability of potential employees from the ranks of the insured unemployed and private vocational schools. Declining funds for the development of aggregated reporting leaves Nevada without supply data aggregated across all sources of training and manpower. For this report of 1993, the Nevada Council has focused its efforts on only those program areas identified as their statutory responsibility.

PROGRAM ADEQUACY

Nevada finds itself in the unique position of responding to two Acts of Congress administered by the Departments of Education and Labor, whose staffs assume that occupational education and job training are large enough in scale to result in major overlap of service and clientele. Nevada continues to experience both population and business growth. Nevada's tax structure has continued to lure individuals to the State, and the explosive population growth in retired individuals has brought new emphasis to the need for personal services. While Nevada continues to encourage business relocation, Gaming and Tourism remain the number one industry, accounting for 63 percent of all employment.

Continued monitoring by the State Job Training Office and the State Department of Education has given positive leadership to the system's decision making as to what areas of training will be offered. Nevada continues to vastly overtrain in seven (7) categories of occupations:

1. Real Estate
2. Computer Operators
3. Data Entry
4. Word Processors
5. Insurance Agents
6. Cosmetology
7. Vending/Coin Machine Repair

It should be noted that these categories have historically been the domain of the private-for-profit vocational schools.

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Special Notation: The categories of Computer Operator, Data Entry and Word Processors have an interesting phenomena associated with them. Often these programs are being taken to master computer skills for use in a broader job category with a subskill being computer competency. A second emerging purpose is short term reentry into the labor market. Frequently, women finding themselves in need of employment, pursue computer skills as a means of reentering the labor market with the shortest possible time commitment to training.

The supply/demand data is based upon ninety Department of Labor categories. Current training activities by the educational community and the State Delivery Areas (SDAs) of the Job Training programs compared to projected demand, reveals that programs are being operated in 14 areas of employment where the supply will exceed demand. IT SHOULD BE NOTED THAT IN ONLY THE SEVEN CATEGORIES CITED ABOVE DOES TRAINING EXCEED THE DEMAND IN GREAT ENOUGH MAGNITUDE TO WARRANT PROGRAM RESTRICTION.

From 1989 to 1992, the overall completers of vocational education and individuals entering unsubsidized employment job training systems in Nevada has declined. Based upon the completion and placement reports of both occupational education and job training over this two-year period, the system's ability to prepare job ready employees has declined. IN 1990 OCCUPATIONAL EDUCATION AND JOB TRAINING REPORTED 7,912 COMPLETERS. IN 1992 THE TOTAL OUTPUT HAS DECLINED TO 6,842.

In 1990, the most recent data available, new and replacement employment demand was growing at a rate of 29,063 per year. In his 1990 State-of-the-State Address, Governor Bob Miller stated that employment was growing at a rate of nearly 40,000 new jobs per year. Based upon the trend analysis used by the Council from 1985 to 1990 and the Labor Supply and Demand Report 1990, prepared by the Nevada Employment Security Department, THE OCCUPATIONAL EDUCATION AND JOB TRAINING SYSTEM OUTPUT FELL SHORT OF MEETING THE DEMAND FOR NEW AND REPLACEMENT EMPLOYEES BY 22,221 INDIVIDUALS.

If one is to appropriately evaluate the adequacy of the occupational education and job training delivery systems, one must compare the total capability of the system to the State's need for employees. The capacity of the system for comparison is defined as the number of individuals served by public occupational education and the federally supported job training.*

* Based upon completion and entered unsubsidized employment reports prepared by the Departments of Education and Job Training, June 30, 1992.

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From 1989 until 1992 the secondary vocational education completion capacity grew by 730 individuals to 4,763, and program completers totalled 3,982 (excludes Home Economics and Sex Bias program enrollments).

During the same period of time the community college have increased both its capacity and the number of completers of occupational programs. In 1989 the community colleges had the capacity to produce 4,270 program completers: at the close of 1991 that capacity expanded to 5,890, or an increase of 1,620 individuals. The number of completers of programs rose from 642 to 1,118 from 1989 to 1991.

Programs operated under the auspices of the Job Training Partnership Act have declined in both capacity and participants entering unsubsidized employment since 1989. Under Title IIA, a total of 1,780 individuals were served through the Adult and Welfare programs in 1990.

In 1991 the number served declined to 1,187 participants. The decrease in capacity can be directly attributed to new federal requirements which expand diagnostic services conducting newly required testing, and targeting those persons most in need based upon diagnostic examination. Thus, there has been a reduction in the total number of individuals who can be served. Beyond the increased emphasis on the most difficult to serve, the State grant for Job Training has declined by 13% from comparative years. Distribution to the State has been based upon a state-by-state comparative ratio using the factor of percentage of population unemployed. During 1991 the total adult placements in unsubsidized employment fell to 717 individuals. Youth services have been increased to 1054 in 1991, and placements in unsubsidized employment increased to 321.

FINDINGS ON ADEQUACY

To be "adequate" the occupational education and job training systems must have the capacity to prepare well trained and educated individuals equal in number to meet the manpower needs of the State. In 1992 the occupational education and job training systems have the capacity to train approximately 12,500 individuals. If every program participant for which there was a place in the system, were to complete and enter the Nevada workforce, 19,000 employees must still be obtained from outside the State. With a continued inflow of trained workers to Nevada, the only option for those who are unable to gain work preparation in Nevada is to move to other areas where the skill level requirements are lower, or revert to very low paying, low skills jobs, or become socially dependent. The capacity of the State occupational education and job training systems are highly inadequate in terms of availability. The current systems of occupational education and job training are not in terms of

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program, duplicating efforts. Job Training and Occupational Education are currently concentrating on employee training programs which hold a high probability of initial employment and are serving the economic needs of the State.

RECOMMENDATIONS

THE STATE COUNCIL ON OCCUPATIONAL EDUCATION RECOMMENDS:

1. TO THE STATE BOARD FOR OCCUPATIONAL EDUCATION ENCOURAGING SCHOOL DISTRICTS STATEWIDE TO INITIATE QUALITY YOUTH INTERN-BASED PROGRAMS AS A METHOD OF EXPANDING THE SERVICES AVAILABLE, AS WELL THE DIVERSITY OF PROGRAMS FOR SECONDARY VOCATIONAL STUDENTS;

2. TO THE STATE BOARD FOR OCCUPATIONAL EDUCATION THAT GUIDELINES FOR THE ESTABLISHMENT OF YOUTH INTERN-BASED PROGRAMS BE DEVELOPED FOR INCLUSION IN THE STATE'S SECONDARY COURSE OF STUDY;

3. TO THE STATE BOARD FOR OCCUPATIONAL EDUCATION THAT REPRESENTATIVES OF ORGANIZED LABOR AND MEMBERS OF EXISTING APPRENTICESHIP BOARDS BE CONSULTED IN THE DEVELOPMENT OF PROGRAM GUIDELINES FOR YOUTH INTERNSHIP PROGRAMS;

4. TO THE STATE BOARD FOR OCCUPATIONAL EDUCATION AND THE STATE JOB TRAINING OFFICE THAT A JOINT VENTURE BE DEVELOPED TO PLAN THE IMPLEMENTATION OF YOUTH INTERNSHIP BASED PROGRAMS ADDRESSING THE NEEDS OF IN-SCHOOL YOUTH AND POTENTIAL DROPOUTS, AND UTILIZING FINANCIAL RESOURCES AVAILABLE FROM BOTH THE CARL D. PERKINS VOCATIONAL AND APPLIED TECHNOLOGY EDUCATION ACT AND JOB TRAINING REFORM ACT.

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OCCUPATIONAL EDUCATION AND JOB TRAINING EFFECTIVENESS

STATEMENT OF PRINCIPLE

Each of the programs to be analyzed for effectiveness have highly diverse descriptions of acceptable outcomes. To assess the effectiveness of programs, a common understanding must be achieved of effectiveness through definition. For the purposes of this evaluation, the Council defines effectiveness as follows:

> A positive influence on the employment status or skills, current or future, of individuals participating in Job Training or Occupational Education as well as on the economic environment of the State by providing a skilled workforce.

After having defined effectiveness, the programs considered may be measured against the specific purposes of the Acts as well as the goals set for the populations to be served. No single statement of effectiveness can be generalized to all of the programs for evaluation.

JOB TRAINING

The populations to be served by JTPA are classified into eleven (11) specific categories.

1. Welfare recipients
2. High school dropouts
3. Individuals with reading levels at 7th grade level or below
4. Individuals with handicapping conditions
5. Individuals with limited English proficiency
6. Single parents
7. Criminal offenders
8. Displaced homemakers
9. Veterans
10. Teenage parents
11. Older workers

Statewide, Nevada has an estimated 129,000 individuals that are eligible for training or other assistance under the categorical groups identified (Nevada Employment Security Department Annual Planning Statistics and State Job Training Office Projections). In 1990 the JTPA programs served a total of 6,605 individuals. At the close of program year 1991, JTPA programs had served a

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total of 4,787 individuals (based upon the totals of each category of service reported in the State Delivery Area reports for program year 1991). THE SIGNIFICANT DECLINE IN NUMBERS OVERALL CAN BE CONTRIBUTED TO TWO FACTORS: (1) SHORT TERM SUMMER YOUTH PROGRAM EMPHASIS WAS CHANGED, RESULTING IN FEWER PARTICIPANTS; AND (2) INCREASED REQUIREMENTS FOR DIAGNOSTIC TESTING AND RECORDKEEPING RESULTED IN FEWER TITLE IIA INDIVIDUALS BEING SERVED. The summer youth enrollments were very adversely effected by the increase in minimum wage between 1990 and 1992. With minimum wage increased, the number of youth who could be placed on work experience training was decreased. The summer youth program emphasis was changed to include a new component of academic remediation for academically disadvantaged program participants. The expansion of individual services cost more per participant and reduced the total number of youth who could be served.

The largest financial resource for JTPA training in Nevada falls under the category of Title IIA. The decline of participants from 1990 to 1991 is illustrated in Table I that follows.

TABLE I

Participants Served Statewide

Service Population	1990	1991
Title IIA		
Adult	1,558	1,187
Welfare	222	166
Youth	1,290	1,323
EDWAA		
Dislocated Worker	573	518

The Job Training Partnership Act emphasizes the need for providing job training to the most difficult to serve. In serving individuals under Title IIA, many factors as to the entry and termination status of participants must be reported. Tables II through IV, which follow, report the participant demographics and total terminees served statewide during program years 1990 and 1991.

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TABLE II

TITLE IIA - ADULT

Model Factors Based on Terminations Statewide

Local Factors	1990	1991
Total Participants	1,558	1,187
Total Terminees	1,209	990
Female	742	610
30 to 54 Years Old	713	600
55 or More Years Old	88	89
Black	259	164
Other Minority	225	218
Dropout	276	223
Post High School Attendee	293	273
Handicapped	151	132
Reading Level Below 7th Grade	300	227
Long-Term AFDC Recipient	54	48
UI Claimant	68	84
Unemployed 15 or More Weeks	334	307
Not In Labor Force	486	409
AFDC Recipient	187	231
GA/RCA Recipient	36	36
Unemployment Rate	5	5.5

Each model factor reported is an indication of program efforts to train the most difficult to serve. The program participants may be reported in multiple categories. A cross analysis of years 1990 to 1991 resulted in a proportional decline in each model factor based upon the total participants served. The analysis of the ratio relationship between the individual factors and the total participants, indicated that when the total number able to be served declined, the emphasis on the most difficult to serve remained. The total terminees increased by 6.3%, SDAs increased services to women by 3%, increased the percentage of minority participants by 2.53%, increased the percentage of high school dropouts participating by 2.9%, increased the percentage of participants with handicapping conditions by 2.5%, increased the percentage of the participants who where long-term unemployed by 4.2%, and increased the total number of participants who were receiving Aid For Dependent Children by 44 individuals or 7.01%. THE SDAs SHOULD BE COMMENDED FOR REDEDICATING THEIR EFFORTS TO EMPHASIZE TRAINING AND EDUCATION TO THE MOST DIFFICULT TO SERVE POPULATION.

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TABLE III

TITLE IIA - WELFARE

Model Factors Based on Termination Statewide

Local Factors	1990	1991
Total Terminees	222	166
Female	190	127
Age 30 or More	112	95
Black	67	50
Other Minority	37	46
Dropout	44	49
Post High School Attendee	42	37
Reading Level Below 7th Grade	66	52
Long-Term AFDC Recipient	75	42
Unemployed 15 or More Weeks	46	41
Not in Labor Force	142	108
GA/RCA Recipient	35	36

Categorically, the State Delivery Areas (SDAs) must serve welfare clients proportionally to the total population of disadvantaged in the service area. The State has met its mandated population service requirements. Table III reflects the data on the service group identified as participants of the population identified in Table II. A statewide total of 267 individuals were served during program year 1990, and 215 during Program Year 1991. Statistically, the decline in total service is reflected in Table II; the 10% decline in the number of women served, reflects the recessionary nature of the State's economy and the large number of males whose unemployment benefits have terminated and have limited marketable skills. The welfare client is the most difficult to serve as they face an inordinate number of structural barriers to employment. Frequently, the job training community must diagnose and remediate many education and social problems before training can be initiated.

When considering the high number of individuals who are reentering the labor market for the first time in over five years, and the number of long-term unemployed being directed to job training for service, the clientele's education and vocational skills must be assessed to determine appropriate remediation. One-third of all of the welfare participants read below the seventh grade level. Often support of dependent children and daycare prevents rapid transition to training. For most welfare participants, their academic and vocational skills are either nonexistent or the changes in the workplace have eliminated jobs which the client had the skills to accomplish.

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TABLE IV

TITLE IIA - YOUTH

Model Factors Based On Terminations

Local Factors	1990	1991
Total Participants	1,290	1,323
Total Terminees	864	961
14-15 Years Old	217	241
Black	176	142
Other Minority	155	223
Dropout	289	329
Student	362	442
Post High School Attendee	26	28
Handicapped	163	266
Offender	226	252
AFDC	49	64
Reading Level Below 7th Grade	201	278
Not In Labor Force	562	656

Like the participants in Adult and Welfare programs, the opportunities provided to at-risk youth in Nevada have focused upon involving the most difficult to serve. Across all factors, except the number of Black youths, the number served has increased from 1990 to 1991. There are many factors which relate to the changing nature of the State's population and changes in Nevada's education system, which are reflected in Table IV.

Nevada has reported a continuing growth in population of both Hispanic and Asian ancestry. The urban areas of Washoe and Clark counties report new student enrollments of Hispanic ancestry at 6% per year. Inasmuch as the non-Black minorities are increasing in numbers disproportionately in Nevada, the increase in non-Black minority participation is to be expected.

Increases in the graduation requirements in Nevada have resulted in a slight increase in youth who are leaving high school without graduating. While in the traditional sense these individuals may not be defined as "dropouts", these individuals are seeking services and are finding their way into JTPA programs. The changes in State educational policy are reflected in the increase in dropout participation over the two-year period.

It should be specially noted that JTPA services have been expanded significantly among youth with handicapping conditions and those who were not in the labor force. Both of these increases can be directly traced to in-state initiatives to identify and enroll these highest risk young people.

IN LIGHT OF THE FACT THAT THE HIGHEST RISK YOUTH ARE THE LEAST LIKELY TO ACHIEVE POSITIVE TERMINATION, AND THE STATE DELIVERY

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AREAS (SDAs) ARE MORE LIKELY NOT TO ACHIEVE THEIR REQUIRED STANDARDS BY SERVING THE MOST DIFFICULT TO SERVE, THE SDAs ARE TO BE COMMENDED FOR THEIR INCREASED SERVICES TO THE MOST DIFFICULT TO SERVE YOUTH.

The U.S. Department of Labor through regulatory process has established standards of acceptance for programs operated under Title IIA, and for Economic Dislocation and Worker Adjustment Assistance Act (EDWAA) programs. Each SDA in its planning process adjusts their standards to reflect goals for service.

Tables V and VI illustrate the level of standards achieved by Nevada's SDAs during program years 1990 and 1991. (Note: Tables V and VI were reproduced from standard reports prepared by the Nevada Job Training Office.)

Tables V and VI illustrate the effectiveness of the job training when compared to commonly accepted state and national standards. Nevada has maintained an acceptable level of achievement on all measures of effectiveness prescribed in law and regulation. The job training system has maintained its level of entered employment and weekly earning rates for economically disadvantaged adults and welfare clients, while reemphasizing service to the most difficult of those eligible. At all levels of administration an effort is being made to increase services to the most needy.

In Program Year 1991, the State Job Training Office in cooperation with both SDAs undertook a comprehensive reorganization of the follow-up process for program terminees. A contract was negotiated for the University of Nevada-Las Vegas to conduct the Program Year 1991 follow-up of participants. For the first time follow-up responses exceeded the required 70% response rate. While the findings of the Program Year 1991 follow-up are reported in Table V and VI, it is important to note that the validity of the information gained was significantly increased by restructuring the participant follow-up.

Utilizing the criteria and methodology developed in the University contract, the participant follow-ups of the future will be conducted by the SDAs. The State Job Training Office is providing technical assistance to the SDAs in the conduct of follow-ups. Future follow-ups will include both Title IIA participants and EDWAA participants.

JTPA program participant follow-up has been placed as a high priority for statewide improvement. The State Job Training Office is working toward the development of reports based upon Unemployment Insurance records.

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TABLE V

TITLE IIA - PERFORMANCE STANDARDS

Program Year 1990
July 1, 1990 - June 30, 1991

	National Standard	JOIN Model Standard	JOIN Actual Performance	NBS Model Standard	NBS Actual Performance
Adult					
Follow-up Employment Rate	62%	68%	65%*	63%	61%**
Weekly Earnings at Follow-up	$204	$214	$227	$212	$235
Welfare					
Follow-up Employment Rate	51%	55%	66%	52%	58%
Weekly Earnings at Follow-up	$182	$204	$206	$183	$214
Youth					
Entered Employment Rate	45%	23%	26%	41%	43%
Youth Employability Enhancement Rate	33%	44%	51%	28%	26%**

*JOIN met all performance standards when the Tolerance Range of 3.2 is applied to the Adult Follow-up Employment Rate.

**NBS met all standards when the Adult Follow-up Rate Tolerance Range of 3.2 is applied and the Youth Employability Enhancement Rate Tolerance Range of 4.5 is applied.

TABLE VI

TITLE IIA - PERFORMANCE STANDARDS

Program Year 1991
July 1, 1991 - June 30, 1992

	National Standard	Tolerance Range	JOIN Model Standard	JOIN With Bias Adjustment	JOIN Actual Performance	NBS Model Standard	NBS With Bias Adjustment	NBS Actual Performance
Adults								
Follow-up Employment Rate	62%	+ 3.2	66%	67%	71%	62%	61%*	63%
Weekly Earnings at Follow-up	$204	+ 12	$229	$260	$261	$206	$218	$220
Welfare								
Follow-up Employment Rate	51%	+ 4.7	50%	50%	56%	51%	55%	58%
Weekly Earnings at Follow-up	$182	+ 13	$209	$208*	$208	$183	$231	$231
Youth								
Entered Employment Rate	45%	+ 5.2	29%	-	27%*	35%	-	39%
Youth Employability Enhancement Rate	33%	+ 4.5	39%	-	54%	29%	-	44%

*Met performance standard when tolerance range applied.

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FINDINGS ON JTPA EFFECTIVENESS ANALYSIS

Clearly, increased diagnostic testing, record keeping, and problem remediation for clients has significantly decreased the total number of participants who are being served by job training. While the total number of people who can be served by the funds provided to the State from the Job Training Partnership Act has declined, the effectiveness of the programs for those who do complete has increased. The State Delivery Areas in Nevada are serving those groups who are most difficult to serve in greater percentages than ever before.

Greater percentages of job training completers are being employed at higher wages upon program completion than in previous reports submitted by the Council. All data indicates that job training programs in Nevada are increasingly more effective for fewer people. The Council cautions the casual observer of the job training program to look beyond only the reduction in total numbers. Job training programs in Nevada have reflected the changing population demographics in the State as well as the fluctuating economic environment brought on by recession and the lack of business diversification.

POSTSECONDARY OCCUPATIONAL EDUCATION

The postsecondary/adult occupational education system in Nevada is served by the four community colleges. In 1991 the system served 13,258 individuals with declared Occupational or Associate degrees, goals or objectives. Those students completing occupationally related degree and certificate programs are reported as program completers. In 1991 the reported program completers had grown to 1118 from 702 the year before. Each year the community colleges have expanded the occupational services provided, and program completers increase disproportionately to the increase in enrollment.

In 1990 the community colleges reported a completion rate of 5.45 percent when comparing completions to enrollments. In 1991 the completion rate grew to 8.44 percent. The possible analysis from existing data is totally inadequate for the purpose of assessing effectiveness. But, given the available data, a significant growth in completers can be illustrated.

In an effort to more appropriately reflect the output of the system, the Council adjusts enrollments to estimate the "potential completers" in 1990 and 1991, and compare the "potential completers" to reported completers. Using one-half of the enrollment as the comparative base, the completions equalled 10.91 percent in 1990 and 16.89 percent in 1991.

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The adult and postsecondary occupational program in Nevada is geared to serve the needs of the State for occupationally competent manpower in many ways. The system offers programs which are as diverse as the needs for employees. Programs are offered to:

1. Provide associate degrees in occupational areas requiring a degree (eg. Criminal Justice Technology, Fire Control and Safety Technicians, Computer Programming, Nursing);

2. Provide certificate programs which are non-degree bearing, but certified by an agency or governing society (eg. Welding trades, Health Services, Real Estate Sales, Insurance Brokering);

3. Provide certificate programs which are non-degree, but result in employment skills certification by the institution (eg. Information Sciences, Diesel Mechanics, Graphic Illustration, Computer Data Processing); and

4. Provide academic and occupational courses for the specific purpose of upgrading or retraining persons currently employed.

THE CURRENT DATA BEING MAINTAINED ON ADULT AND POSTSECONDARY OCCUPATIONAL EDUCATION IS GREATLY INADEQUATE TO GIVE FULL CREDIT TO THE SYSTEM FOR ITS CONTRIBUTION TO THE WORKFORCE OR ECONOMIC BASE OF THE STATE. Many adult students do not become involved in postsecondary programs to receive an associate degree or even to complete a certificate program. The upgrading of existing skills or retraining for employment change is commonly cited by adults when enrolling in occupational courses. When enrolling in community college courses, students are asked to identify their purpose for attendance within one of the following categories:

1. College Transfer;
2. Associate Degree;
3. Certification;
4. Job Skills Upgrade;
5. Personal Interest; or
6. Other.

Currently, the Integrated Postsecondary Education Data System is unable to differentiate between students who have selected a specific purpose in enough detail to credit the positive outcomes to the system. Associate Degree and Certificate students are reported as completers when a degree or certificate is awarded. NO RECORD IS KEPT ON A STUDENT WHO IS IDENTIFIED AS PRESENT FOR JOB SKILLS UPGRADING AND HAS SUCCESSFULLY ACHIEVED THEIR GOALS. WHEN ANALYZING POSTSECONDARY DATA, IT APPEARS THAT THE COMMUNITY COLLEGE SYSTEM HAS A LOW COMPLETION RATE. A review of student

purpose for attendance indicates that up to 43% of all adult/postsecondary occupational enrollments reported fall into the category of Job Skills Upgrading. Unfortunately, the Community College System is not only not receiving credit for their efforts, but often those enrollments work against them in analyzing the system's effectiveness as completion rates appear unnecessarily low.

The Carl D. Perkins Vocational and Applied Technology Education Act continues to emphasize the responsibility of the adult/postsecondary occupational education system to serve the handicapped and disadvantaged student, as well as single parents/homemakers. The Community College occupational education programs continue to maintain service levels to the students with handicapping conditions. In 1982 the Community College System's enrollment of students with handicaps equalled 2.49% of those individuals enrolled in occupational education (taken from the 1982 Annual Report of the Nevada State Council on Vocational Education). By 1989 the postsecondary occupational education 2.5% of the student enrollments, were individuals with handicapping conditions. Throughout years 1990 and 1991 the percentage of students with handicaps remained at 2.5%.

A quick review of the data and responses from the Job Training Office indicates that at least 207 economically disadvantaged students were supported through job training in their efforts to enroll in and complete occupational programs at the postsecondary level. Continued support of businesses across the State for postsecondary programs indicates that the programs are meeting the needs for trained employees. Through contact with twelve employers in the service area of Southern Nevada Community College, Truckee Meadows Community College, and Western Nevada Community College, the Council determined that these employers; 1) routinely employ the program completers of postsecondary programs, 2) seven of the twelve employers recommend, and four directly support their employees taking occupational courses from the community colleges; and 3) all twelve believe the individuals they employ from postsecondary programs are well prepared to assume productive employment within the company.

FINDINGS ON THE EFFECTIVENESS OF POSTSECONDARY OCCUPATIONAL EDUCATION PROGRAMS

Programs of an occupational nature are widely varied in both their design and purpose in the Community College System of Nevada. Programs have been designed to meet the needs of both business and the student. THE CONTINUED GROWTH OF POSTSECONDARY OCCUPATIONAL EDUCATION ENROLLMENTS FROM 1982 UNTIL 1992 IS A TESTAMENT TO THE VALUE STUDENTS PLACE ON THE FLEXIBLE POSTSECONDARY PROGRAMS.

POSTSECONDARY OCCUPATIONAL PROGRAMS ARE EFFECTIVE IN MEETING THE CONTENT, PROGRAM, AND PROGRAM STRUCTURAL NEEDS OF THE ADULT STUDENT IN NEVADA. COMMUNITY COLLEGE PROGRAMS ARE GEARED TO THE STATE AND REGIONAL EMPLOYMENT DEMAND. A diverse offering of Associate Degree Occupational Programs, Occupational Certification, Certificate and upgrading courses makes the Community College System an integral part of the economic future of the State.

THE ADMINISTRATION OF THE COMMUNITY COLLEGES AND SYSTEM MUST BE COMMENDED FOR THE DIVERSITY OF PROGRAMS, CREDIT OPTIONS, AND SCHEDULING OPTIONS OFFERED THE ADULT STUDENT. Students, both parttime and fulltime, enter the community colleges with widely diverse goals and time availability. Approximately 57% of the enrollments in postsecondary occupational education are adults enrolled to upgrade existing skills or long-term students pursuing Associate Degrees in Occupational Sciences over a multiple year study schedule. Adults upgrading for job promotion, employment reentry, or to maintain their existing employment, may never complete a "program" as defined by the system. When the adults' upgrading goals are met, they simply do not return to the system. Students who have established an Associate Degree goal to be achieved over multiple years (sometimes as many as five), make up a large portion of the reported noncompleters.

THE HIGHLY FLEXIBLE PROGRAMS OFFERED THE ADULT LEARNER POSE A MAJOR OBSTACLE TO EFFECTIVE ANALYSIS OF AVAILABLE POSTSECONDARY DATA AND RECORDS. CURRENTLY, HARD DATA ON ENROLLMENTS WOULD INDICATE THAT LESS THAN 9% OF ALL COMMUNITY COLLEGE OCCUPATIONAL STUDENTS "COMPLETE" A PROGRAM. This report is grossly understated because the success of over 50% of all postsecondary students is never reported.

DATA ON HARD TO SERVE STUDENTS, HANDICAPPED, DISADVANTAGED (EDUCATIONALLY OR ECONOMICALLY), AND LIMITED ENGLISH PROFICIENT IS ALL BUT NON-EXISTENT. THE DATA IS SO DEFICIENT THAT IT DOES NOT WARRANT ANALYSIS.

The Community College System continues to involve the private sector extensively in both program description and design. All campuses of the system have structurally included administrative support with responsibility for community liaison. The system is responsive to the needs of local business and industry statewide. PROGRAMS OF EMPLOYEE UPGRADING (INSERVICE) ARE CONDUCTED FOR LOCAL EMPLOYERS THROUGH EACH INSTITUTION. ADDITIONALLY, LOCAL EMPLOYERS ARE INFORMED OF ONGOING COURSES AVAILABLE TO THEIR EMPLOYEES WHICH RELATE TO THE SPECIFIC INDUSTRY.

EACH CAMPUS CONDUCTS A FORMAL COMMUNITY AWARENESS PROGRAM, AND THE COMMUNITY COLLEGES ARE WELL KNOWN AMONG BOTH POTENTIAL STUDENTS AND THE BUSINESS COMMUNITY. THE COMMUNITY COLLEGES ARE TO BE COMMENDED FOR THEIR EFFECTIVE USE OF THE MEDIA IN INFORMING THE PUBLIC OF AVAILABLE OCCUPATIONAL PROGRAMS.

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Significant consideration must be given the future of data and student follow-up in the Community College System. No formal system of occupational student follow-up exists for the purpose of program change or evaluation. The Community College System is in large part uncredited for services rendered or the quality of programs offered due to the lack of formal recording.

RECOMMENDATIONS

THE STATE COUNCIL ON OCCUPATIONAL EDUCATION RECOMMENDS:

1. TO THE UNIVERSITY BOARD OF REGENTS THAT AN IN-STATE REPORTING SYSTEM FOR COMMUNITY COLLEGE OCCUPATIONAL ENROLLMENTS BE INSTITUTED WHICH WILL RECORD STUDENT INTEREST AND SUCCESSFUL COMPLETIONS BY INTENT DOCUMENTED;

2. TO THE UNIVERSITY BOARD OF REGENTS THAT POLICY BE ESTABLISHED WHICH WOULD LEAD TO SYSTEMATIC FOLLOW-UP BY THE COMMUNITY COLLEGES OF STUDENTS ACHIEVING THEIR OCCUPATIONAL EDUCATION GOALS, AND THE RESULTS OF THEIR PROGRAM COMPLETION;

3. TO THE UNIVERSITY BOARD OF REGENTS THAT THE COMMUNITY COLLEGE DATA SYSTEM BE MODIFIED TO PROVIDE INFORMATION REGARDING THE ENROLLMENT AND COMPLETION OF HANDICAPPED AND DISADVANTAGED STUDENTS IN ACCORDANCE WITH THE CARL D. PERKINS VOCATIONAL AND APPLIED TECHNOLOGY EDUCATION ACT.

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SECONDARY OCCUPATIONAL EDUCATION

From Program Year 1991 to Program Year 1992 implementation of the reauthorized Vocational Education Act altered significantly the direction of secondary priorities. In 1991 funds granted to a secondary Local Educational Agency (LEA) went from available for use district-wide, to being directed at a limited number of sites (less and 50% of the district's schools). The sites to be served by the federal vocational education dollar must be those schools with the greatest density of handicapped and economically disadvantaged students.

New priorities were placed on the development of programs which demonstrated the integration of academic and vocational subject matter, and programs defined as "Tech-Prep", formally known as 2+2. Tech-Prep programs are courses of study in occupational education which include the final two years of high school and two years of postsecondary study (in Nevada, community college).

Though Program Year (PY) 1991 to PY 1992 was a transitional year, enrollment data was maintained in a uniform manner.
Table VII reflects the growth of secondary programs by service population.

TABLE VII

Summary Secondary Vocational Education Enrollments

Population	1991	1992
All Secondary	19,058	21,041
Handicapped	1,205	1,360
LESA	511	595
Disadvantaged	7,332	10,046

Services to the special population students grew from 1991 to 1992 by 3.14 percent overall. Students who were identified as disadvantaged accounted for the majority of growth. The percentage of growth in each special population category was as follows:

1. Handicapped - .2%
2. Limited English Speaking Ability - .1%
3. Disadvantaged - 9.2%

IT SHOULD BE NOTED THAT THESE STATISTICS REFLECT ALL STUDENTS SERVED BY ALL STATE AND FEDERAL FUND SOURCES. FOLLOW UP REGARDING THE NUMBER OF STUDENTS SERVED BY FEDERAL FUNDS IN LIMITED SITES WAS NOT POSSIBLE FOR 1992. REACTIONS FROM LOCAL ADMINISTRATORS INDICATE 1993 STUDENTS SERVED BY FEDERAL FUNDS WILL BE SIGNIFICANTLY DECREASED. THE GENERAL CONSENSUS IS THAT FEWER SPECIAL NEEDS STUDENTS WILL, IN FACT, RECEIVE MORE INTENSE SERVICES.

The total number of students served through occupational education continues to grow. From 1988 to 1992, the total students served by occupational education increased from 16,943 to 21,041 or 19.4 percent. During the same period, the total number of certified occupational teachers employed declined by 5 percent or 32 teachers.

THE COUNCIL ACKNOWLEDGES THE EFFECTS OF THE DECLINING BUYING POWER OF THE EDUCATIONAL DOLLAR DUE TO INFLATION. BEYOND INFLATIONARY LOSSES, THE INCREASED GRADUATION REQUIREMENTS HAVE DEMANDED AN ADDITIONAL INVESTMENT IN NEW NONOCCUPATIONAL INSTRUCTIONAL STAFF.

Inasmuch as the follow-up of occupational program completers has not been required, little can be said as to the effect of secondary occupational programs on the employability of completers statewide. Beginning with the June 1993 graduating class, formal follow-up program completers will be required of all programs. When data is available on placements, the effectiveness of programs will be more directly addressed as it relates to the job entry component of effectiveness.

FINDINGS ON SECONDARY OCCUPATIONAL EDUCATION

The occupational education system in Nevada continues to concentrate on increasing the service provided to special populations in Nevada. Not only has the service populations continued to increase, but significant effort is being made to modify and improve the academic and occupational content of programs. Over the course of the last four years, major strides have been made to redirect curriculum. Currently, student outcome-based curriculum has been widely developed by the local school districts.

The State Board of Education in approval of the Secondary Course of Study authorized the granting of academic course credit for equivalent academic skills achieved through occupational courses. To date, 11 of 17 school districts have gone through a process of identifying academic content within occupational programs and seeking State Board of Education approval for granting academic course credit for academic competencies achieved through occupational coursework.

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In addition to major curricular modification statewide, 27 program areas now offer certificates of competency. A review of current curricular and instruction methodology, developed to meet current labor market needs, has resulted in greater confidence in the program outcome. Given the criteria used to determine effectiveness, CURRENT OCCUPATIONAL EDUCATION PROGRAM OFFERINGS ARE EFFECTIVE IN SERVING THE NEEDS OF ALL POPULATIONS, AND ARE MAKING A SIGNIFICANT CONTRIBUTION TO THE POOL OF TRAINED EMPLOYEES IN NEVADA.

RECOMMENDATIONS

THE STATE COUNCIL ON OCCUPATIONAL EDUCATION RECOMMENDS:

1. TO THE STATE BOARD FOR OCCUPATIONAL EDUCATION THAT A CONCERTED EFFORT BE MADE TO REVITALIZE THE PROCESS FOR DATA COLLECTION AT THE SECONDARY LEVEL, AND THAT SPECIAL CONCERN BE GIVEN TO RESTRUCTURING AND VERIFICATION OF DATA AS IT RELATES TO THE SPECIAL POPULATIONS;

2. TO THE STATE BOARD FOR OCCUPATIONAL EDUCATION THAT EVALUATIONS AND MONITORING OF PROGRAMS SUPPORTED BY EITHER STATE OR FEDERAL FUNDS INCLUDE A COMPONENT OF VERIFICATION ON DATA RELATING TO THE SPECIAL POPULATIONS, AND A REVIEW OF COMPLIANCE WITH THE REQUIREMENTS OF THE CARL D. PERKINS VOCATIONAL AND APPLIED TECHNOLOGY EDUCATION ACT AS IT RELATES TO THE DEVELOPMENT OF THE INDIVIDUAL EDUCATION PLANS FOR STUDENTS WITH DISABILITIES;

3. TO THE STATE BOARD OF OCCUPATIONAL EDUCATION THE ESTABLISHMENT OF ADMINISTRATIVE POLICY WHICH WOULD RESULT IN A COMPARATIVE ANALYSIS BETWEEN ENROLLMENTS REPORTED FOR DISTRICT AND COMMUNITY COLLEGE GRANTS DISTRIBUTION, AND OCCUPATIONAL EDUCATION ENROLLMENT REPORTS AS REQUIRED BY THE STATE PLAN AND FEDERAL REGULATIONS; AND

4. TO ALL GOVERNING BOARDS AND OFFICES FOR VOCATIONAL EDUCATION AND JOB TRAINING THAT A STANDARD SYSTEM OF STUDENT FOLLOW-UP BE ESTABLISHED UTILIZING UNEMPLOYMENT INSURANCE DATA AS THE COMMON BASE.

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